

Message Text

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INFO USMISSION GENEVA

C O N F I D E N T I A L USUN 2776

LIMDIS

NOFORN

FOR ASSISTANT SECRETARY LEWIS

GENEVA FOR AMBASSADOR DALE

E.O. 11652: GDS

TAGS: AORG, UN

SUBJECT: UN PROGRAM BUDGET

REF: A. GENEVA 5171; (B) GENEVA 5229; (C) GENEVA 5255;

(D) USUN 2754

SUMMARY: USUN QUESTIONS DESIRABILITY OF GENEVA GROUP CONSUL-
TATIVE LEVEL (GG/CL) MEETING IN NEW YORK IN OCTOBER, AND URGES
CAUTION IN RESPONDING TO FRENCH PROPOSAL PRESENTED AT RECENT
GG/CG MEETING IN GENEVA. FOR TIME BEING, WE RECOMMEND
THAT WE BE AUTHORIZED TO CONTINUE PRIVATE CONSULTATIONS AMONG
QTE BIG FIVE UNQTE (US, FRANCE, UK, FRG AND JAPAN) IN
NEW YORK ULTIMATELY LEADING TO DEMARCHES ON SYG WALDHEIM.
END SUMMARY

1. MISSION PERPLEXED BY REPORTS CONTAINED REFTELS A, B, AND
C THAT GG/CL: ((A) TOOK UP QUESTION OF HOW TO DEAL WITH
INCREASES IN UN PROGRAM BUDGET, ESPECIALLY IN LIGHT OF QTE
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BIG FIVE UNQTE ON-GOING CONSULTATIONS IN NEW YORK AND OUR

STRONG RECOMMENDATION THAT THESE DISCUSSIONS BE KEPT PRIVATE; AND (B) AGREEMENT REPORTED IN REFTEL A PARA K THAT GG/CL MEET IN NEW YORK IN EARLY OCTOBER.

2. RE LATTER POINT, WE HAVE REPEATEDLY URGED THAT GG FORUM NOT RPT NOT BE EXPANDED TO NEW YORK, PRIMARILY FOR POLITICAL REASONS, WITH WHICH WE UNDER CLEAR IMPRESSION THAT DEPT HAD AGREED. OUR VIEW WAS REINFORCED BY FACT THAT, AS A RESULT OF USG INITIATIVE AND UNDER OUR LEADERSHIP, US, FRANCE, UK, FRG, AND JAPAN HAVE AGREED THAT BEST APPROACH TO PROBLEM IS FOR THE FIVE TO CONSULT PRIVATELY WITH A VIEW TO MAKING COORDINATED DEMARCHES ON UNSYG. WE BELIEVE THAT THESE CONSULTATIONS OFFER THE BEST HOPE OF EFFECTIVE ACTION AND WILL AVOID POLITICAL PROBLEMS IN NEW YORK INHERENT IN GG/CL APPROACH. WE STRONGLY RECOMMEND THEREFORE THAT: (A) WE BE AUTHORIZED TO PROCEED WITH THE BIG FIVE APPROACH; AND (B) WE DELAY FOR INDEFINITE PERIOD GG/CL MEETING IN NEW YORK.

3. FRENCH PROPOSAL CONTAINED IN REFTEL B, WHICH CAUGHT US BY SURPRISE AS IT DID FRENCH REP IN NEW YORK, REQUIRES, IN OUR OPINION, CAREFUL STUDY BEFORE WE TAKE A DEFINITIVE POSITION. OUR PRELIMINARY COMMENTS ON IT FOLLOW:

A. WHILE WE GENERALLY AGREE WITH FRENCH STATEMENT OF PROBLEM, THE IDEA THAT MAJOR CONTRIBUTORS SHOULD ESTABLISH ARBITRARY AMOUNT OF ACCEPTABLE BUDGET INCREASES IN PERCENTAGE TERMS AND EXPECT SYG (TO SAY NOTHING OF VARIOUS UN GOVERNMENTAL BODIES) TO AGREE IS BOTH NAIVE AND SIMPLISTIC, ASSUMING THAT OBJECTIVE IS TO INFLUENCE IN FACT CONTENT AND SIZE OF UN PROGRAM BUDGET. IT IS ALSO NAIVE, WE BELIEVE, TO EXPECT, PROGRESSIVELY EC-9, WEO, EE AND G-77 TO AGREE ON AMOUNT OF ACCEPTABLE INCREASES GIVEN SIGNIFICANT DIFFERENCES BETWEEN MEMBERS WITHIN EACH GROUP AND BETWEEN GROUPS. IF ANY AGREEMENT DID RESULT IT PROBABLY WOULD BE LOWEST COMMON DENOMINATOR AND THERE LIKELY WOULD BE CONFRONTATION, BOTH WITHIN AND BETWEEN GROUPS.

B. WE ARE PARTICULARLY DISTURBED BY FRENCH SUGGESTION THAT, ASSUMING MAJOR CONTRIBUTORS COULD AGREE ON PERCENTAGE BUDGET

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INCREASE, WE TAKE POSITION THAT QTE NOTHING ELSE WOULD BE PAID BEYOND THAT FIGURE. UNQTE NOT ONLY IS SUCH AN APPROACH EGO-CENTRIC, BUT IT IS TOTALLY INCONSISTENT BOTH WITH TOAL CONCEPT OF A MULTILATERAL BODY SUCH AS THE UN AND OUR OBLIGATIONS OF MEMBERSHIP. IT WOULD BE LIKELY, WE BELIEVE, TO WEAKEN IF NOT DESTROY CONCEPT OF UN QTE COLLECTIVE FINANCIAL RESPONSIBILITY UNQTE AND ULTIMATELY POSSIBLY ORGANIZATION ITSELF. FINAL DECISION ON WHETHER OR NOT USG SHOULD TAKE SUCH A RISK --

AND FROM OUR VANTAGE POINT WE THINK NOT SINCE US IS LIKELY TO LOSE MORE THAN GAIN -- CAN BE DETERMINED ONLY AFTER CAREFUL CONSIDERATION OF BOTH COSTS AND BENEFITS TO USG.

C. FINALLY, WE BELIEVE THAT USG, AS WELL AS OTHERS, SHOULD ANALYZE REASONS FOR QTE INCREASES IN THE BUDGETS UNQTE OF UN AND ITS AGENCIES, AND REASONS FOR THIS QTE NOW BECOMING A CRITICAL PROBLEM UNQTE, AS STATED IN FIRST PARA OF FRENCH PROPOSAL. BASED ON THIS ANALYSIS, WE SHOULD THEN DETERMINE A DEFINITIVE COURSE OF ACTION.

4. PRIOR TO OBTAINING ANSWERS TO QUESTIONS RAISED ABOVE, WE BELIEVE THAT WE SHOULD PROCEED VIGOROUSLY WITH QTE BIG FIVE UNQTE CONSULTATIONS IN ORDER TO REACH AGREEMENT ON LIMITED NUMBER OF POINTS WHICH COULD BE INCLUDED IN DEMARCHES ON SYG WALDHEIM IN NEAR FUTURE, ALONG WITH MORE CONCERTED APPROACHES ON UN PROGRAM BUDGET BY OUR RESPECTIVE DELEGATIONS IN UPCOMING UNGA, IN VARIOUS OTHER UN FORA, AND WITH UN SECRETARIAT. WE MUST RECOGNIZE, HOWEVER, THAT USG, EITHER ALONE OR WITH OTHER MAJOR CONTRIBUTORS, CANNOT UNILATERALLY CONTROL UN PROGRAM BUDGET, BUT WE SHOULD BE ABLE TO HAVE MUCH GREATER INFLUENCE ON IT THAN HERETOFORE PROVIDED THAT WE PROPERLY PREPARE OURSELVES, SELECTIVELY BRING OUR INFLUENCE TO BEAR, RETAIN OUR DETERMINATION, AND EXERCISE PATIENCE.

5. THE FRENCH PROPOSAL SEEMS TO US TO BE A CASE OF POSTURING, WHICH MAY HAVE ITS POLITICAL USES, BUT IT IS NOT A PRACTICAL WAY TO CURB UN BUDGET GROWTH.
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